



*Interagency
Committee for*
**OUTDOOR
RECREATION**

PLANNING POLICIES

2

JANUARY 7, 2003

IAC's Mission



...Is to foster the protection and enhancement of Washington's natural and outdoor recreation resources for current and future generations. We do this through funding, technical assistance, research and policy development, coordination, advocacy, and encouraging long-term stewardship. Our service reflects a commitment to public participation, openness, fairness, and efficiency.

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SECTION 1 – INTRODUCTION

Background – Why Plan?

This Manual is one of a series that describes IAC's (Interagency Committee for Outdoor Recreation) grant program policies. It provides basic information on planning requirements and is written for applicants and IAC staff.

In most of IAC's grant programs, a plan must be adopted by the applicant agency. Once the plan is accepted by IAC, the applicant becomes eligible to compete in the grants process. This planning requirement exists for several reasons, not the least of which is to demonstrate that an appropriate process was used to develop each grant proposal. There are, however, other reasons that planning is necessary. For example, planning helps with:

- Decision making
- Coordinating interests
- Prioritizing needs and actions
- Evaluating trends, programs, etc.
- Budgeting, expenditure justification
- Ensuring continuity of direction as officials change
- Providing opportunities for public involvement and information dissemination.

Contacting IAC

IAC encourages anyone interested in its programs to contact its staff at:

Natural Resources Building	Phone	(360) 902-3000
1111 Washington Street, Floor 2 East	FAX	(360) 902-3026
P.O. Box 40917	TDD	(360) 902-1996
Olympia, Washington 98504-0917	E-mail	info@iac.wa.gov
		http://www.iac.wa.gov/

Manual Authority

Authority for the information in this manual may be found in several statutes and rules: RCW¹ 43.98A.060(1), 43.98A.070(5), 43.99.080(2), 46.09.240, 77.12.720, and Title 286 WAC². IAC's board adopted the policies in this manual in a public meeting.

The *Land and Water Conservation Fund Grants-in-Aid Manual* (U.S. Dept. of Interior, National Park Service), provides guidance for LWCF grants.

Related Publications

IAC has numerous free publications designed to explain its programs. These include:

- Model plans prepared by other agencies to achieve planning eligibility
- Summary brochures and program fact sheets
- Program schedules
- Policy manuals
- Technical assistance guides, and

¹ RCW — Revised Code of Washington

² WAC — Washington Administrative Code

- ▶ State plans that give broad policy background.

Contact IAC to obtain a complete list of publications. Each can be prepared in an alternative format for individuals with special needs.

Workshops

Contact IAC about its annual workshops, typically held in the winter and spring of each year in several locations around the state. They cover such topics as planning, applications, and successful applicant responsibilities.

Particularly important are the “Information and Planning” workshops. At these sessions, participants receive essential information, including handouts on:

- | | |
|----------------------------|---|
| ▶ Grant programs overview | ▶ Which agencies are currently eligible |
| ▶ Eligibility requirements | ▶ Plan requirements and getting started |
| ▶ Funding available | ▶ Planning resources |
| ▶ Application process | ▶ Schedules and deadlines. |

SECTION 2 — POLICIES

PROCESS OVERVIEW

Who Must Plan

Applicants to any of the eight grant categories listed below must complete a plan as described in this manual. Those not sure in which grant category their proposal best fits should consult with IAC staff.

Funding categories requiring a plan:

1. BFP Boating Facilities Program
2. NOVA³ Nonhighway Roads
3. NOVA Off-Road Vehicles
4. WWRP⁴ Habitat Conservation – Critical Habitat, Natural Areas, Urban Wildlife Habitat
5. WWRP Outdoor Recreation – Local Parks, State Parks, Trails, Water Access, and certain federal programs IAC administers, such as the Land & Water Conservation Fund (LWCF).
6. Federal Currently, the only federal program administered by IAC that requires an applicant plan is the Land and Water Conservation Fund (LWCF).

Funding programs that do not require a plan:

1. FARR Firearms and Archery Range Recreation.
2. NRTP National Recreational Trails Program.
3. YAF Youth Athletic Facilities Program.

Self-Certification IAC uses a self-certification system to ensure completion of its planning requirements. This means that each applicant:

- ▶ First, completes the requirements described in this manual
- ▶ Second, uses the *Self-Certification Form* (#222) on page 10 to certify that the requirements are complete
- ▶ Third, provides the supporting planning documents and self-certification form to IAC for acceptance.

Required Plan Elements

There are six elements in this process and each applies to the eight grant categories listed above, including capital (facility development and land acquisition) and non-capital (architectural, engineering, planning, etc.) requests.

1. Goals, objectives
2. Inventory
3. Public involvement
4. Demand and needs analysis
5. Capital Improvement Program
6. Adoption.



³ Nonhighway and Off-Road Vehicle Activities Program

⁴ Washington Wildlife and Recreation Program

1. **Goals, objectives.** The plan must support the agency's habitat conservation and/or park and recreation mission, including the current project, with broad statements of intent, or goals. Goals describe desired outcomes. An example is to "make athletic fields more accessible" or to "provide mule deer habitat."

Objectives, on the other hand, are both measurable and more specific. Include objectives to help describe when a goal has been attained. An example of an objective is to "create six athletic fields in East County" or "acquire 300 acres of mule deer habitat near the North Creek Planning Unit."

2. **Inventory.** Depending on the project to be submitted, an "inventory" or "planning area description," refers to:

- **Capital projects** (Land acquisitions and/or developments)
 - ▷ A report on the supply and condition of existing recreational opportunities, habitat conservation species, and/or land types
 - and—
 - ▷ A description of the planning or service area, including the physical setting and conditions, and relevant demographic, program, and resource information
- **Non-capital projects** (BFP and NOVA planning)
 - ▷ A description of the planning or service area, including the physical setting and conditions, and relevant demographic, program, and resource information.

The purpose of an inventory is to help complete a picture of the area's needs. *IAC requires no specific format for the inventory.* Depending how the applicant defines its planning needs, the inventory may include a map of the area's facilities, or if funds are needed to complete a plan, the map may show the area to be planned. The inventory may include a comprehensive account of the area's facilities, lands, programs, and/or condition. It also may include local, state, federal, and private facilities *and* extend beyond the applicant's jurisdiction. The inventory may be completed in a quantitative or a qualitative (narrative) format.

Habitat conservation elements may assess habitat types, certain species, threats, ownership(s), and historical gains or losses. Distribution maps may be included.

3. **Public involvement.** Include a description of how the planning process gave the public ample opportunity to be involved in plan development and adoption. Contact IAC for information on any of the following acceptable methods. You may think of others:

- Internet
- Workshops
- Community TV
- Public meetings
- A citizen's task force or advisory committee
- Surveys or interviews (formal or informal)
- "Listening posts" and demonstrations
- Round table discussions or focus groups.

Good documentation of community involvement and support is important since it is one element used by IAC in evaluating grant applications.

4. ***Demand and need analysis.*** Discuss the community or agency's priorities, that is, explain how the decision to acquire land, develop-preserve-enhance-restore-or manage was made. For example, what options were considered, which were rejected, and what are their advantages and disadvantages. Ultimately, the questions to be answered are "specifically, what does the community want" and "how do we know this to be true."

The basis for the analysis may be any of the methods listed under public involvement. It may also include the use of population standards, identification of issues, etc. Regardless, the process must be thorough and suitable to local conditions and the service area. For example, a small community with minimal needs may rely on a simple process, such as personal observations and informal talks. A more complex community or agency would use a more formal process that may involve a variety of techniques.

5. ***Capital Improvement Program.*** Include a capital improvement (CIP) or capital facility program (CFP) of at least five years that lists land acquisition, development, and renovation projects. List each according to the year of anticipated implementation; include the anticipated funding source. Include any capital project submitted to IAC for funding. IAC considers all CIP/CFP costs as estimates.

An optional CIP/CFP form is included on page 12.

Equipment. Instead of the CIP/CFP, NOVA Program E/E and M/O applicants will list capital equipment acquisitions, including costs. Report each for at least a five year period, according to the year of expected implementation; include the anticipated funding source. Do not include land acquisitions, easements, infrastructure or facility developments/improvements.

6. ***Adoption.*** Include a resolution, ordinance, or other adoption instrument showing formal approval of the plan(s) and planning process by the governing entity. The level of governing entity approval must be equivalent to the plan's scope. Thus, a city or countywide plan must be approved at the council or commission level. Other plans, as applicable, will be approved by department heads, district rangers, regional managers/supervisors, etc., as determined by the applicant.

DEADLINES & TIMING

All planning requirements must be received in IAC's office, in final form and adopted, *at least* three calendar months before the IAC funding meeting in which the applicant's project(s) will first be considered. WAC 286-13-040(2). For planning eligibility purposes, this "funding meeting" is the first meeting in which projects come before IAC for funding consideration. In some of IAC's grant programs this "first" meeting is the only funding meeting.

WWRP and state agency boating facilities projects, however, are normally considered at two IAC meetings. At the first, IAC establishes funding recommendations for submittal to the Governor. The second occurs the following year when the legislature returns project lists to IAC for final funding approval.

Agencies that apply for an IAC grant in the same year that their planning eligibility expires must ensure that eligibility extends through the funding meeting in which the project will first be considered. Applicants may find funding meeting dates in IAC's annual *Grant Programs* brochure. The same information may also be found in the "Reports" menu of the *Project Information System* (PRISM) software, available through IAC.

Agencies not meeting established deadlines are declared ineligible for the current grants cycle.

Plan Reviews and Submitting Drafts Each year, before determining eligibility to submit an application based on the planning Self-Certification Form, IAC staff reviews the support documentation of a number of applicants. This documentation, submitted with the form, helps determine any need for additional technical assistance and consistency of planning quality.

For this review to result in an accepted plan, IAC encourages agencies seeking eligibility to submit their plans in draft form as early in the grant cycle as possible. This allows IAC's staff the time to advise the applicant of any problems that may need correction before the deadline. Depending on the plan's complexity and the jurisdiction's adoption process, submitting these materials after March 1 may not allow sufficient time for the applicant to correct certain types of problems. In most cases, an applicant that would like IAC's staff to review its plan should submit preliminary materials by May 1.

ELIGIBILITY OPTIONS

Standard Eligibility. Once the planning requirements are met, IAC grants eligibility for *up to* six years from the date of plan adoption. This means, in some cases, less than six years of eligibility may be granted if, for example, the agency plans for a six year period yet does not adopt the plan in a timely manner.

Extended Eligibility. IAC provides the option of *extended eligibility* to agencies that combine park and recreation and/or habitat conservation planning into planning required under the Growth Management Act (GMA). This allows such an agency to compete for an IAC grant even though it only has a draft plan. To qualify, the agency must submit a written request for *extended eligibility* at the time the grant application is submitted to IAC. In such cases, the date of IAC eligibility and the date a county, city or town is required to adopt its comprehensive plan under chapter 36.70A RCW is the same. The agency must submit all materials to fulfill IAC's planning requirements by this deadline.

This *extended eligibility* provision expires on the date established under chapter 36.70A RCW.

FORMAT & PLAN TYPES Since there are a wide variety of agency needs and approaches to planning, IAC is flexible about the format and types of plans that may be submitted to meet eligibility requirements.

Formats Here are two examples of acceptable formats:

- Adopt IAC's required elements into a larger plan, such as a regional, all-agency comprehensive or Growth Management Act plan.
- Adopt IAC required elements into individual plans for each program in which the sponsor wishes to compete (BFP, WWRP-Outdoor Recreation, etc.).

Plan Types Apart from an agency developing and adopting its own plan, there are ways that it may use *another* (partner) agency's plan to save resources and attain eligibility. Agencies that may do this include those:

- Whose jurisdiction overlaps with another's (see *Shared Jurisdiction Plan*) -or-
- Who wish to combine planning programs into a single cooperative document see (*Cooperative Plan*).

Shared Jurisdiction Plan. School, port, and utility districts are often willing to accept the adopted park and recreation or habitat conservation plans of another agency, such as a park department. This option recognizes that a park department's facilities can complement the programs of agencies like the special district's mentioned above. This is especially true when recreational or resource opportunities are provided as a secondary activity to the district's primary mission.

This option may be used *only* if each of the following three items can be demonstrated to IAC:

- The area where the district wishes to seek an IAC grant is located within the planning or service area of a partner agency whose plan has been accepted by IAC.
- The district has formally adopted all plan elements required by IAC (page 3) – the elements may be taken directly from the partner agency's plan as long as any appropriate modifications are made. For example, a school district's recreational goals and objectives may not be exactly the same as the park department's.
- The partner agency has confirmed in writing that the district's plan is compatible with the partner agency's actions.

Cooperative Plan. Regional planning commissions and councils of governments often select this option. It recognizes that a single plan may be the most efficient way to provide public facilities and services. There is no limit to the number of agencies that may be included in a cooperative plan. IAC recommends, however, whenever more than two agencies are involved, that one agency coordinate plan activities.

This option may be used only if each of the following items can be

demonstrated to IAC:

- The completed plan includes all elements required by IAC (page 3).
- The completed plan has been adopted by each participating agency.

GMA & IAC'S PLANNING REQUIREMENTS

It is important that persons working to meet IAC's planning requirements consult with growth management planners in their area. Not only is it likely that both planning groups will discover areas of mutual interest and concern, but they will also be able to discuss coordinating survey efforts, data sharing, and other efficiencies.

GMA encourages recreation and habitat conservation planning in several ways, including –

- A GMA goal designed to guide the development and adoption of comprehensive plans is to – “*Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.*” RCW 36.70A.020(9)
- “*Each county shall adopt development regulations that protect critical areas.*” RCW 36.70A.060(2)
- “*Each comprehensive plan shall include... a land use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for... recreation, open spaces....*” RCW 36.70A.070(1)
- “*Comprehensive plans may include... other subjects relating to the physical development within its jurisdiction, including... recreation.*” RCW 36.70A.080(1)(c)
- “*Whenever a state agency is considering awarding grants... to finance public facilities, it shall consider whether the... requesting [agency] is a party to a county-wide planning policy under RCW 36.70A.210... and shall accord additional preference to the [agency] if such policy exists.*” RCW 43.17.250

Many of IAC's planning requirements parallel those in GMA, including a capital facility element with inventory, forecast of future needs, and the multi-year financing plan. Thus, it may be worth while to consider meeting GMA and IAC requirements in a single plan document. Note, however, that GMA plans may only be amended once a year, which may not be compatible with IAC's grant schedules.

SECTION 3 — APPENDICES

- ▶ **SELF-CERTIFICATION FORM AND INSTRUCTIONS 10, 11**
- ▶ **CAPITAL IMPROVEMENT PROGRAM – CAPITAL
FACILITY PROGRAM FORM AND INSTRUCTIONS 12, 13** □

Planning Process SELF CERTIFICATION FORM		
Use this form to certify that the need for your project(s) has been determined through an appropriate planning process. Attach the completed form to the subject plan(s) and provide to IAC.		
Name and adoption date of documents submitted in fulfillment of this requirement:		
▶		
▶		
▶		
Check/initial Each to Certify Completion	Plan Element Certification	Document/Page Number Location of Information
	1. Goals, objectives: The attached plan supports our project with broad statements of intent (goals) <i>and</i> measures that describe when these intents will be attained (objectives).	
	2. Inventory: The plan includes a description of the service area's facilities, lands, programs, and their condition. <i>(THIS MAY BE DONE IN A QUANTITATIVE FORMAT, OR IN A QUALITATIVE/NARRATIVE FORMAT.)</i>	
	3. Public involvement: The planning process gave the public ample opportunity to be involved in plan development and adoption.	
	4. Demand and need analysis: In the plan(s): ▶ An analysis defines priorities, as appropriate, for acquisition, development, preservation, enhancement, management, etc., and explains why these actions are needed. ▶ The process used in developing the analysis assessed community desires for parks, recreation, open space, and/or habitat, as appropriate, in a manner appropriate for the service area (personal observation, informal talks, formal survey(s), workshops, etc.).	
	5. Capital Improvement Program: The plan(s) includes a capital improvement/facility program that lists land acquisition, development, and renovation projects by year of anticipated implementation; include funding source. The program includes any capital project submitted to IAC for funding.	
	6. Adoption: The plan(s) and process has received formal governing body approval. <i>(THAT IS, CITY/COUNTY DEPARTMENT HEAD, DISTRICT RANGER, REGIONAL MANAGER/ SUPERVISOR, ETC., AS APPROPRIATE. ATTACH RESOLUTION, LETTER, OR OTHER ADOPTION INSTRUMENT.)</i>	

I certify that this information is true and complete to the best of my knowledge,

Name	Title	Date
------	-------	------

SELF
CERTIFICATION
—
INSTRUCTIONS

Use the attached form as a reproducible master. On the first three lines, enter the name and adoption date of the plans and other documents submitted in fulfillment of IAC's planning requirement. If more space is needed, use the reverse.

Using the information that begins on page 3, check or initial each plan element that will be provided to IAC with this form. In the right column, enter information that will enable IAC to quickly locate each item initialed.

Certify the accuracy of the information on the form by completing the signature line and submit all material to IAC according to the submission requirements for final plans ("Deadlines," page 5) and drafts (page 6).

CAPITAL IMPROVEMENT PROGRAM (CIP) FORM (Parks, Recreation, Habitat Facilities)
--

Agency/Department _____	Date of Adoption _____
Address _____	Resolution Number _____
City, Zip Code _____	Completed By _____
Phone (____) _____ County _____	Title _____

[illegible]

CFP — CIP INSTRUCTIONS Provide an updated Capital Facility/Improvement Program Form to IAC whenever changes occur in priorities, or funding status, including the elimination or addition of projects. Changes in cost estimates do not require an update. Indicate whether the CFP/CIP supersedes all previous documents or merely updates previous submissions.

All CFP/CIPs must be adopted by the agency's administering body (council, commissioners etc.). Indicate the resolution number and date of adoption on form 062 (*you may use your own form, 062 is optional*). If adoption is by motion at an official meeting of the administering body, do not fill in the "Resolution " blank.

1) Prioritize projects in order of importance. If your agency prepares one CFP/CIP for all departments, list *only* those projects dealing with parks, recreation and open space. Do not include police, sewers, streets etc. Project your CFP/CIP for at least the next six years.

2) List projects as "park/facility name - capital project." For example: "Anytown Park - Boat Ramp Renovation."

3) List all fund sources that apply. List sources as:

L - Local Funds	B - General Obligation Bonds	U - Unknown.
D - Donation	R - Revenue Bonds	
M- Matching Grant	O - Other Bonds	

4) Indicate "A" for acquisition, "D" for development, "R" for renovation. If the project involves some combination of these, list the cost for each separately. If a renovation project is considered unsafe for public use in its present condition and has been closed, or will be closed unless renovation is accomplished soon, put an asterisk "*" after "R".

5) Refer to the list below facility type. List all types that apply, with the primary type listed first. For example, on a trail used primarily by horses but open to pedestrians and bicycles, list "EQ, TB, TP".

6) Costs are estimates only and are not binding for future grant applications. List the cost under the year of implementation. A phased project should have costs listed under each year of implementation.

Facility Type Codes				
Aquarium	A	Open Space/Greenway	OS	
Administration/Maintenance	AM	ORV Facility/Trail	ORV	
Boating Facilities	B	Picnic/Day Use	P	
Basketball/Other Courts	BB	Play Equipment	PE	
Botanical Garden BG		Open Play Field	PF	
Baseball/Softball Fields	BS	Swimming Beach	SB	
Camping Facility C		Swimming, Indoor Pool	SI	
Community/Senior Center CC		Swimming, Outdoor	SO	
Equestrian Facility/Trail	EQ	Tennis Court	T	
Fishing Area	F	Trail, Bicycle	TB	
Football/Soccer Fields	FS	Trail, Pedestrian	TP	
Golf Course	G	Winter Sports Facility	W	
Interpretive/Nature Study I		Waterfront/Beach Access	WF	
Neighborhood Park	NPK	Zoo	Z	

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